

Figure 2.7e:
**High Potential Historic Sites, High
 Potential Route Segments, and
 Other Trail Related Resources^{1,2}**
 Rappahannock, York and James Rivers area (4 of 5)

High Potential Historic Sites

- Significant Voyage Stops within a Setting that is Highly Evocative of the 17th Century
- ▲ Significant 17th Century American Indian Archeological Sites (including sites listed on or determined eligible for the National Register of Historic Places)
- * Indigenous Cultural Landscapes or Sites that are Culturally Significant to Modern Chesapeake Bay Tribes (to be determined)
- Sites along the Voyage Routes that are Highly Evocative of the 17th Century³

High Potential Route Segments

- Rappahannock River
- James River and Chickahominy River

Other Trail-Related Resources

- Other Voyage Stops (including all other voyage stops that do not meet criteria for designation as a high potential historic site)
- ⊕ Cross Sites (general locations in close proximity to the trail where Smith's maps indicate that he or his crew set a brass cross marking the upriver limit of their voyage route)
- ⊕ Historic American Indian Town Sites
- Visible Shoreline Generally Evocative of the 17th Century
- Existing Public Access Sites
- Designated Water Trails (including water trails managed by a trail partner who provides water trail mapping and marking, and ideally some interpretive media/programming and trail facilities)
- Scenic Byways, Auto Routes, and Land Trails
- Protected Lands that are Open to the Public (including federal, state, local lands, and private lands, exclusive of military lands and wildlife refuges that are closed to the public)
- Protected Lands that are Closed to the Public (generally including private land protected by conservation easements)
- Chesapeake Bay Gateways and Watertrails Network Partner

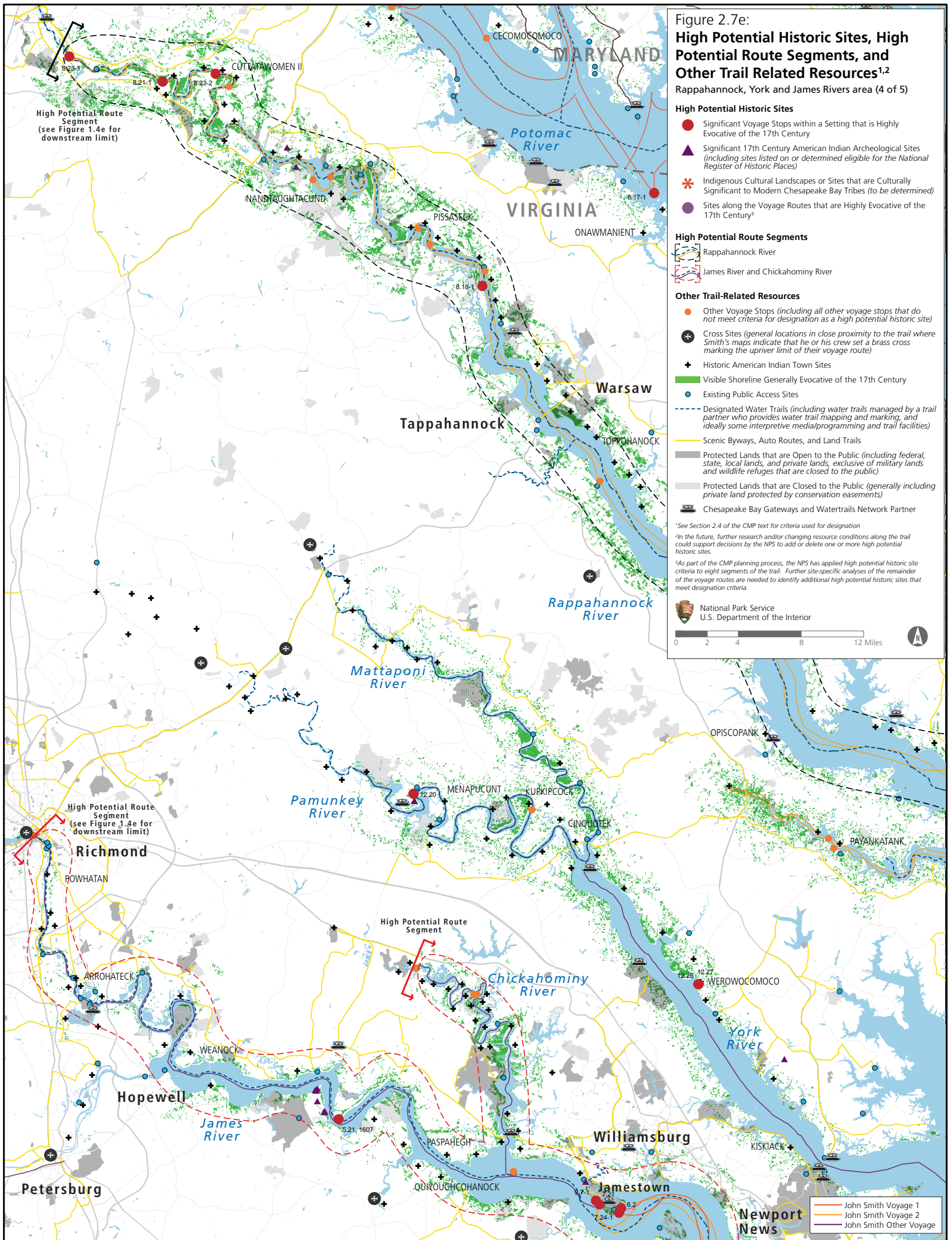
¹See Section 2.4 of the CMP text for criteria used for designation

²In the future, further research and/or changing resource conditions along the trail could support decisions by the NPS to add or delete one or more high potential historic sites

³As part of the CMP planning process, the NPS has applied high potential historic site criteria to eight segments of the trail. Further site-specific analyses of the remainder of the voyage routes are needed to identify additional high potential historic sites that meet designation criteria.

National Park Service
 U.S. Department of the Interior

0 2 4 8 12 Miles



— John Smith Voyage 1
 — John Smith Voyage 2
 — John Smith Other Voyage

Figure 2.7f:
**High Potential Historic Sites, High
 Potential Route Segments, and
 Other Trail Related Resources^{1,2}**
 Lower Bay (5 of 5)

High Potential Historic Sites

- Significant Voyage Stops within a Setting that is Highly Evocative of the 17th Century
- ▲ Significant 17th Century American Indian Archeological Sites (including sites listed on or determined eligible for the National Register of Historic Places)
- ✱ Indigenous Cultural Landscapes or Sites that are Culturally Significant to Modern Chesapeake Bay Tribes (to be determined)
- Sites along the Voyage Routes that are Highly Evocative of the 17th Century³

High Potential Route Segments

- ▬ Rappahannock River
- ▬ James River

Other Trail-Related Resources

- Other Voyage Stops (including all other voyage stops that do not meet criteria for designation as a high potential historic site)
- ⊕ Cross Sites (general locations in close proximity to the trail where Smith's maps indicate that he or his crew set a brass cross marking the upriver limit of their voyage route)
- ⊕ Historic American Indian Town Sites
- ▬ Visible Shoreline Generally Evocative of the 17th Century
- Existing Public Access Sites
- ▬ Designated Water Trails (including water trails managed by a trail partner who provides water trail mapping and marking, and ideally some interpretive media/programming and trail facilities)
- ▬ Scenic Byways, Auto Routes, and Land Trails
- ▬ Protected Lands that are Open to the Public (including federal, state, local lands, and private lands, exclusive of military lands and wildlife refuges that are closed to the public)
- ▬ Protected Lands that are Closed to the Public (generally including private land protected by conservation easements)
- ▬ Chesapeake Bay Gateways and Watertrails Network Partner

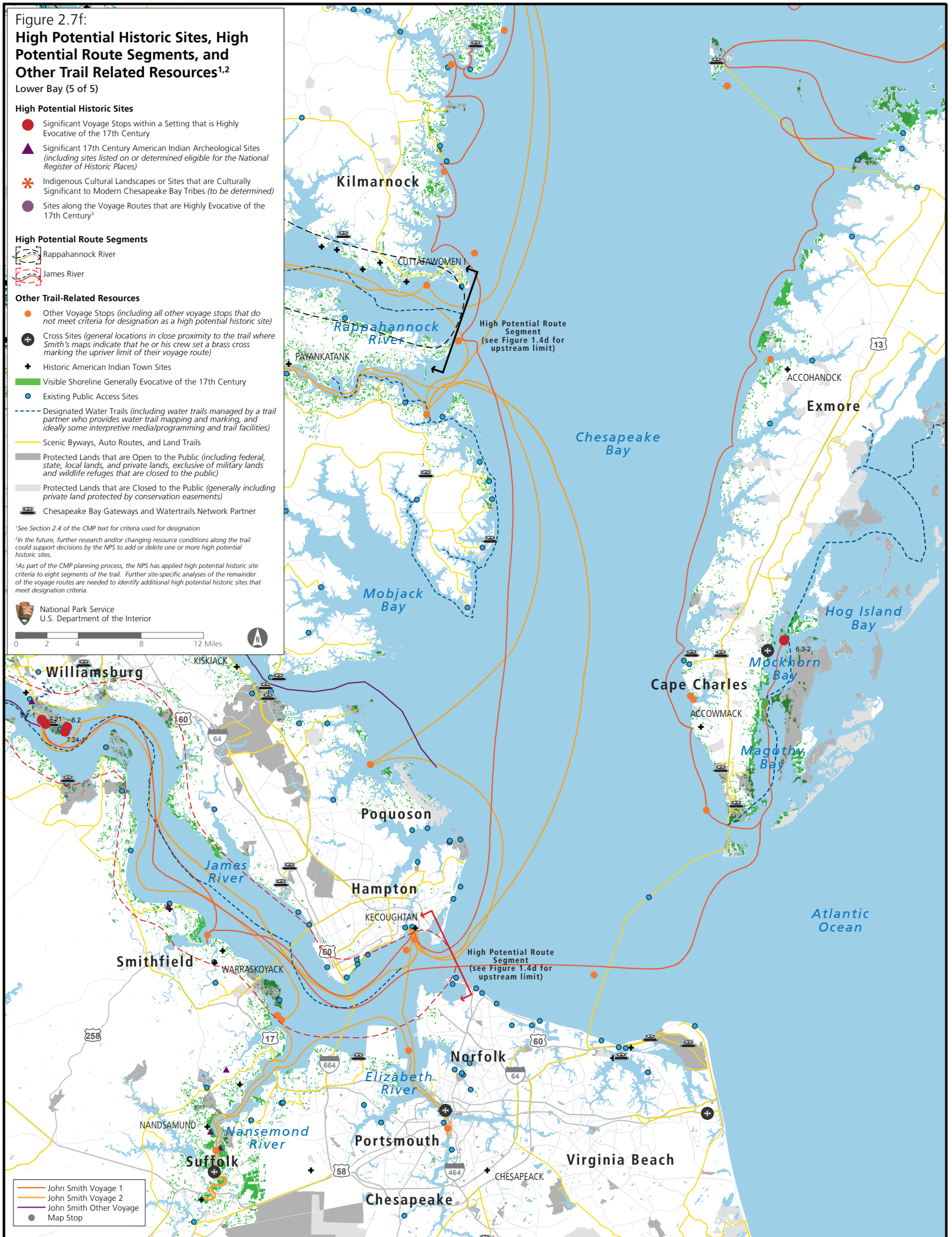
¹See Section 2.4 of the CMP text for criteria used for designation

²In the future, further research and/or changing resource conditions along the trail could support decisions by the NPS to add or delete one or more high potential historic sites.

³As part of the CMP planning process, the NPS has applied high potential historic site criteria to eight segments of the trail. Further site-specific analyses of the remainder of the voyage routes are needed to identify additional high potential historic sites that meet designation criteria.

National Park Service
 U.S. Department of the Interior

0 2 4 8 12 Miles



2.5 Trail Planning, Development, and Management

As described in section 2.1 above, the strategy for future planning, development, and management of the Captain John Smith Chesapeake NHT responds to a number of needs inherent in achieving the vision for a 3,000-mile water trail. Based on these needs, the NPS has determined that a segment-by-segment approach is the preferred approach for planning, developing, and managing the trail. This decision reflects the complexity of circumstances along the trail and the need to base management decisions on a better understanding of resources, opportunities and partner capacities that can only be gained from management for smaller segments. The CMP provides the unifying vision for the trail and the overarching management principles that would be implemented in each trail segment. A series of segment management plans would tier off the CMP, including more detailed analysis as their basis, and identifying more specific actions and partnerships required to develop and manage the trail. This segment-based management approach would assist the NPS with accomplishing the trail's purpose primarily by focusing efforts at a more manageable scale.

2.5.1 Trail Segment Management Plans

In the future, the NPS and its partners would collaborate to develop segment management plans for the ten trail segments. Each segment management plan would address trail management issues at a level of detail beyond the scope of this CMP. These segment management plans would focus on describing and setting up an implementation strategy to make possible a variety of visitor experiences on the trail on the land and on the water, ranging from the most casual and brief of stops at a trail overlook, to a total immersion multi-day experience in which a visitor could travel the entire voyage route by water experiencing a world as close to that experienced by John Smith as is possible in today's world.

Highlights of the implementation planning process are summarized as follows.

- Segment management plans would be prepared in accordance with NPS implementation planning standards and guidelines to provide a consistent planning process for all trail segments and to provide opportunities for public involvement.
- Segment management plans would provide the basis for prioritizing investments in trail development projects, including land acquisition.
- The initial set of segment management plans would be initiated within the first five years of CMP implementation. One segment management plan would be completed in the first year, and two to three would be completed annually thereafter.
- The time horizon for a segment management plan would be approximately five years, at which time each segment management plan would be reviewed and updated, as needed.
- The NPS would assume leadership in obtaining funding for implementation planning, which would include federal and possibly non-federal sources.

- Within each segment, a lead trail partner with demonstrated capacity would assume responsibility for completing each segment management plan, subject to NPS planning standards and guidelines. The lead trail partner will ensure that the segment plan considers the importance of American Indian or other cultural resources. Water trail partners – where they exist – would be the logical partners to assume the role of the lead partner with the NPS in preparing segment management plans for each segment. Other partners such as the trail friends group, the CBGN trail partners, and partner organizations would be encouraged to collaborate with segment planning efforts.
- The trail partner within each segment who is interested in completing a segment management plan and in taking on the role of the lead trail partner would make an application to the NPS. The application would be reviewed by the NPS to assess the partner's capacity to complete the planning process in accordance with the planning standards and guidelines.
- The NPS would prepare a work plan for completing the segment management plan. This would be the basis of an agreement between the NPS and its partner.
- The NPS would provide technical and financial assistance with the planning process to the trail partners.
- Following completion of the plan, NPS would review the plan for consistency with the CMP and, as appropriate, approve it as the guide for future development and management of the trail segment.

Each segment management plan would generally include the same contents, although the emphasis of the visitor experience and resource protection action could differ due to different partners and different types of resource issues within each segment. Table 2.3 illustrates the anticipated content to be included in a segment management plan. Each segment management plan would be prepared over a 12- to 18-month period. The planning process would have milestones, such as 1) site visits to assess existing conditions, 2) foundation planning, 3) issue identification, 4) resource analysis and synthesis, 4) alternative concepts, and 5) selection of the preferred alternative. Stakeholders and the public would be involved in helping to identify issues and in the development and consideration of alternatives. NEPA-compliance would be required, potentially necessitating preparation of an accompanying environmental assessment and completion of necessary public and agency review concurrent with development of the segment management plan.

2.5.2 Segment Management Planning Reference Manual

To aid in development of trail segment management plans, the NPS would develop a reference manual on the segment planning process for use as a guide by the NPS and trail partners who are preparing segment management plans. The reference manual would articulate the steps in the planning process and include suggestions about approaches, methods, and tools that trail planning teams should use. The initial draft of

Table 2.3 Trail Segment Plan Contents

Chapter	Major Subheading	Subheading
1 Trail Segment Context	Purpose and Need	Purpose of the Segment Plan Need for the Segment Plan
	Foundation For Planning	Trail Purpose, Significance, and Mandates Associated Resources and Values Interpretive Themes
	Issues and Opportunities	Resource Identification and Protection Visitor Experience Public Access Trail Location and Marking Partnerships Trail Development and Management
	Other Plans and Programs	Trail Comprehensive Management Plan Other Trail Segment Plans Federal, State, and Local Plans and Programs Trail Partner Plans and Programs
2 Assessment of Conditions, Trail-Related Needs and Opportunities	Historic Context (the segment as part of the overall Smith Voyages)	Probable Environmental Setting – Early 17 th Century American Indians at the Time of Smith’s Journeys John Smith’s Routes, Stops and Experiences Smith’s Encounters with American Indians
	Trail Access	Access Sites (Public and Private) Roads, Land Trails, and Water Trails Alternative Transportation System Analysis
	Visitor Facilities and Services	Wayfinding and Orientation Self-Guided Interpretive Media Interpretive Programming Access and Emergency Services Potable Water and Sanitation Overnight Accommodations (Public and Private) Restaurants and Grocery Stores Equipment Sales, Services, Rentals, Guide Services
	Trail Management Context	Federal, State, County, Local Government Agencies Trail Friends Group Trail Partners (with executed agreements) Other Potential Partners
	Resource Analysis and Synthesis	Trail Viewshed Evocative Landscapes Indigenous Cultural Landscapes Other Trail-Related Resources Resource Sensitivity and Management Needs Land Ownership and Susceptibility to Change
3 Alternatives Analysis	Alternatives Analysis	Conceptual Alternatives Alternatives Development Evaluation of Alternatives Selection of Preferred Alternative
4 Segment Plan Elements and Implementation Strategy	Segment Plan Elements	High Potential Route Segments High Potential Historic Sites Trail Classifications and Management Prescriptions Visitor Experience Scenarios Visitor Use and Visitor Facilities Trail Access (including alternative transportation) Resource Protection Strategy Land Protection Strategy Carrying Capacity
	Implementation Strategy	Trail Management and Partnerships Implementation Priorities and Responsibilities Costs and Funding
5	Environmental Assessment (if needed)	Affected Environment Environmental Consequences

the manual would be assembled before beginning the pilot segment management plan (see section 2.5.4 below) and would serve as the basis for developing the scope of work for that initial planning effort. Following completion of the pilot segment management plan the reference manual would be revised and expanded, as appropriate.

2.5.3 Initiating the Segment Management Planning Process – A Pilot Segment Plan

NPS would select and implement a plan for one of the trail's ten management segments as a pilot planning project to illustrate how a segment management plan would be developed and to refine the segment planning process and assumptions. Lessons learned would inform the segment management plan process and capacity-building needs for the remaining nine trail segments. Criteria for selecting which trail segment would be used for the pilot segment management plan would include consideration of 1) readiness and capacity of partners to participate in the planning process, 2) the presence of high potential segments and sites, and 3) the potential for different types of visitor experiences.

2.5.4 Completing Segment Management Plans for the Remaining Trail Segments

After completion of the pilot segment management plan, the planning team and its NPS advisors would review the planning process. They would attend workshops to share their findings and assist in refining the planning standards and guidelines for the trail's remaining ten management segments. The reference manual would be revised accordingly.

2.6 Partnerships

2.6.1 Introduction

■ Partnership Authorities, Mandates, and Policies

As specifically mandated in the trail's enabling legislation (see appendix A), the Secretary of the Interior would administer the trail in coordination with the Chesapeake Bay Gateways and Watertrails Network authorized under the Chesapeake Bay Initiative Act of 1998 (16 U.S.C. 461 note; 112 Stat. 2961). The trail's enabling legislation also mandates that the trail be administered in consultation with other federal, state, tribal, regional and local agencies, and the private sector. More specifically, such coordination would relate to other plans and programs relevant to the trail, such as National Wildlife Refuge comprehensive conservation plans, the Chesapeake Bay Interpretive Buoy System, state and local designated water trails, scenic byways and auto routes, connecting land trails, designated heritage areas, and state and local land conservation and historic preservation programs.

Under the general provisions of the National Trails System Act, the NPS can enter into agreements providing limited financial assistance to encourage acquisition, protection, operation, development, and maintenance of the trail. Such agreements may be with states or their political subdivisions, private organizations, landowners or individuals.

The NPS is also authorized to encourage volunteers and volunteer organizations to plan, develop, maintain, and manage, where appropriate trails throughout the nation. Such volunteer activities may include but need not be limited to planning, developing, maintain, or managing trails which are components of the National Trails System, or trails which, if so developed and maintained, could qualify for designation as components of the National Trails System. [Section 11 of the NTS Act 16USC1250]

■ **Opportunities for Partners**

Collaboration is central to managing any national historic trail. The lead agency or group of lead organizations represents the core of the management mechanism, but partners – the “spokes of the wheel” – determine the success or failure of the operation. For the Captain John Smith Chesapeake NHT the intent is to develop and/or strengthen linkages between existing and potential sites and visitor experiences along the trail to create a continuum of opportunities. Parks, wildlife refuges, museums, historic waterfronts, marinas, land and water trail segments, and other points along the trail would connect visitors with the region’s landscapes and waterscapes, as well as the area’s human history.

The trail would develop as partnerships are forged or enhanced with traditional partners, such as the trail partners who are already participating in the Chesapeake Bay Gateways and Watertrails Network. In addition, alliances with non-traditional partners, such as marina operators, outfitters, and bed and breakfast owners would be initiated in order to provide a full spectrum of visitor experiences and services.

Partners would be asked to participate in every facet of trail planning, development, and management in order to create a successful, efficient, and sustainable unit of the National Trails System. Trail partners would have opportunities to:

- understand that the trail promotes Bay values, facilitates enjoyment and appreciation of Bay resources, and enhances Bay stewardship
- understand that the shared values of natural beauty, outdoor recreation, and cultural pride are the basis for productive relationships among trail partners
- acknowledge that the trail can serve as a vital networking hub for partners, with established systems for sharing information and resources
- be motivated to actively participate in promoting the trail, developing new and enhanced trail access, providing quality visitor experiences, and managing trail assets
- be motivated to enhance their connections to Bay resources and seek opportunities to support and engage in Bay conservation and restoration
- experience increased visitation as a result of their partnership activities
- better protect trail-related resources under their management

Trail partners would have a major role in developing segment management plans for the trail management segments. During the planning process their roles in trail development and management would be clarified, reflecting their readiness and capacity to support the trail experience for visitors.

■ **Partnerships to Achieve Specific Outcomes**

The NPS would enter into additional partnerships to achieve specific outcomes, such as:

- research of existing and potential trail related resources
- monitoring of trail resources
- developing and implementing strategies for protecting trail resources
- construction of visitor facilities
- providing visitor services
- interpretive and educational programming
- trail events and celebrations
- preparation of trail guides, GPS databases and other trail information
- planning and development of component trails

Depending upon their objectives, such partnerships could be structured for a particular trail segment, by political jurisdiction, or encompass the entire trail. In some circumstances, they would integrate a trail-wide perspective with local implementation, as might be the case in interpretive programming. Such partnerships would vary in financial arrangements that may include measures such as outright grants, cost-sharing and the recognition of in-kind services.

■ **Role of the Lead Segment Partner**

Within each trail management segment, a lead segment partner would assume the role of assisting the NPS in coordinating trail planning, development, and management. The lead segment partner would have responsibility for coordinating development of the trail segment plan, working closely with the NPS that would provide technical assistance and financial assistance for preparation of the plan. Following completion of the segment plan the lead segment partner would assist the NPS with implementing the plan, working with the trail's friends group and coordinating trail-related projects of the various partners, particularly those of the CBGN trail partners.

Table 2.4 Existing and Potential Partners

Partner Category	Partner
Federal Agencies <i>(see section 2.6.2 below)</i>	<ul style="list-style-type: none"> ■ U.S. Environmental Protection Agency ■ National Oceanic and Atmospheric Administration (2008 MOU) ■ U.S. Fish and Wildlife Service (see appendix L) ■ 12 units of the national park system (along the trail or in close proximity) ■ 3 national trails (that are overlapping or in close proximity)
State Natural Resource Management Agencies <i>(see section 2.6.3 below)</i>	<ul style="list-style-type: none"> ■ Delaware Department of Natural Resources and Environmental Control ■ Maryland Department of Natural Resources ■ Virginia Department of Conservation and Recreation
State Historic Preservation Entities <i>(see section 2.6.3 below)</i>	<ul style="list-style-type: none"> ■ Maryland Historical Trust ■ Virginia Department of Historic Resources
Tourism Offices <i>(see section 2.6.3 below)</i>	<ul style="list-style-type: none"> ■ Delaware Tourism Office ■ Maryland Office of Tourism Development ■ Virginia Tourism Corporation ■ Eastern Shore of Virginia Tourism Commission ■ local tourism offices
Local Governments <i>(see section 2.6.4 below)</i>	<ul style="list-style-type: none"> ■ District of Columbia, Office of Planning and Development ■ Chesapeake Bay Commission ■ local parks and recreation departments
CBGN Trail Partners <i>(see section 2.6.5 and appendix J below)</i>	<ul style="list-style-type: none"> ■ including the CBGN partners that have entered into a MOU with the NPS and have agreed to advance the purposes of the trail
Water Trail Partners <i>(see section 2.6.6 and appendix R below)</i>	<ul style="list-style-type: none"> ■ including the CBGN partners and other organizations that plan, develop, and manage water trails along the trail
Trail Friends Group <i>(see section 2.6.7 below)</i>	<ul style="list-style-type: none"> ■ one or more partners from trail partner organizations
Organizations <i>(see section 2.6.8 below)</i>	<ul style="list-style-type: none"> ■ Chesapeake Conservancy ■ Chesapeake Bay Foundation ■ The Conservation Fund ■ National Geographic Society
American Indian Tribes and Descendant Communities <i>(see section 2.6.9 below)</i>	<ul style="list-style-type: none"> ■ Accohannock Indian Tribe, Inc. ■ Cedarville Band of Piscataway Indians, Inc. ■ Eastern Chickahominy Tribe ■ Nause-Waiwash Band of Indians, Inc. ■ Pocomoke Indians ■ Piscataway-Conoy Confederacy and Subtribes ■ Chickahominy Indian Tribe ■ Lenape Tribe of Delaware ■ Mattaponi Indian Tribe ■ Monacan Indian Nation ■ Nansemond Indian Tribe ■ Pamunkey Indian Tribe ■ Piscataway Indian Nation ■ Rappahannock Tribe ■ Upper Mattaponi Indian Tribe ■ Nanticoke Indian Tribe
Businesses	<ul style="list-style-type: none"> ■ a wide spectrum of commercial entities providing visitor services along the trail

2.6.2 Federal Agency Partners

■ U.S. Fish and Wildlife Service

The U.S. Fish and Wildlife Service (U.S. FWS) manages fifteen refuges within the Chesapeake Bay region that offer opportunities for public access to the Captain John Smith Chesapeake National Historic Trail (NHT) (see appendix L). The NPS has collaborated with the U.S. FWS during development of the CMP to identify where these opportunities exist and to describe specific management actions that, if implemented, would enhance public enjoyment and understanding of the trail. NPS and FWS have considered potential opportunities for partnerships at each refuge, looking for:

- places where the trail's stories could be told, particularly interpreting the natural history of the Bay and rivers
- places where there is potential for visitors to gain water access to the trail
- places where there is potential for visitors to view the voyage routes from the land
- places evocative of the 17th century

The types of opportunities found vary significantly from refuge to refuge, determined by the refuge purpose, the extent to which a refuge is open to the public, staffing levels, and the availability of visitor facilities and interpretive programming (see appendix L). Some refuges are currently partially or completely closed, but opportunities exist because future management changes are anticipated that would likely soon open these refuges to public use. Two refuges do not offer trail opportunities because they are currently closed and are not expected to be opened for public use.

In the future, the NPS would seek to enter into a Memorandum of Understanding (MOU) with the U.S. Fish and Wildlife Service. The MOU would note the significant opportunities within refuges to provide trail experiences. The MOU would lay out cooperative trail development and management actions to be taken by the NPS and the U.S. FWS, initially focused on implementing actions identified in the CMP as trail opportunities at refuges (see appendix L).

■ National Oceanic and Atmospheric Administration

The National Oceanic and Atmospheric Administration (NOAA) Chesapeake Bay Office, part of the Chesapeake Bay Program (see section 1.2 above), focuses NOAA's capabilities in science, service, and stewardship to protect and restore the Chesapeake Bay. Along with several partners, NOAA launched the Chesapeake Bay Interpretive Buoy System (CBIBS) in 2007. Using state-of-the-art interactive buoys, CBIBS provides real-time data on wind, weather, and water quality, along with historical narratives and other information. A MOU between NOAA and the NPS was signed in 2008 that commits both agencies to work closely together on further developing and managing the trail, CBIBS, and the CBGN.

■ **National Park System Units and National Trails**

Twelve national park units and three national historic trails overlap with or are in proximity to the trail. Colonial National Historic Park and Fort McHenry National Monument and Historic Shrine have been very involved in trail activities to date. Other parks have participated in interpretive scoping meetings. In the future the NPS would continue to partner with these sites to protect trail-related resources and to develop opportunities for trail visitors, as appropriate. Other park units and national trails would be involved in development of trail segment management plans. CMPs for the three historic trails would be coordinated to promote their efficient development and management.

■ **U.S. Environmental Protection Agency**

One of the original signers of the 1983 Chesapeake Bay Agreement, the U.S. Environmental Protection Agency (EPA) is the primary representative of the federal government for the Chesapeake Bay Program (see section 1.2 above). The EPA coordinates federal, state, and local Bay restoration efforts and authorities throughout the watershed and provides environmental planning and financial assistance, implements and coordinates science, modeling, data collection, assessment, monitoring, and outreach, and develops and makes available information pertaining to the environmental quality and living resources of the Chesapeake Bay ecosystem.

2.6.3 State Partners

The NPS is already working with many different agencies and jurisdictions within the states of Delaware and Maryland and the commonwealth of Virginia. Many agencies within the states share an interest in the trail's potential for education, recreation, ecotourism, heritage tourism and natural resource conservation. Among those already invested in trail planning, development, and management are:

- **Natural Resource Management and Protection Agencies.** State natural resource management and protection agencies are heavily invested in assisting with resource management in the Chesapeake Bay. For quite some time, these agencies have assisted the NPS with development of the trail as CBGN partners. Activities have included developing water trails, providing outdoor recreation opportunities for visitors, assisting the NPS with inventories and gap analyses related to trail resources and public access, and protecting open space through land conservation programs.
- **State Parks.** Most state parks in the trail vicinity are both CBGN partners and trail partners, having agreed to advance the purposes of the trail by signing the trail MOU with the NPS.

National Park System Units in Proximity to the Trail

- Colonial National Historic Park, including:
 - Historic Jamestowne
 - Yorktown Battlefield
 - Colonial Parkway
 - Cape Henry Memorial
- Fredericksburg and Spotsylvania National Military Park
- George Washington Birthplace National Monument
- National Capital Parks – East, including:
 - Anacostia Park
 - Kenilworth Park and Aquatic Gardens
 - Oxon Cove Park and Oxon Hill Farm
 - Piscataway Park
 - Harmony Hall
- George Washington Parkway
- Rock Creek Park
- Chesapeake & Ohio Canal National Historic Park
- Fort McHenry National Monument and Historic Shrine

National Trails Overlapping or in Proximity to the Trail

- Star-Spangled Banner National Historic Trail
- Washington Rochambeau Revolutionary Route National Historic Trail
- Potomac Heritage National Scenic Trail

- **Tourism Offices.** State tourism offices have provided assistance with the CBGN since its inception, and are providing valuable guidance and assistance with trail planning.
- **State Historic Preservation Entities.** State historic preservation offices have also provided assistance with the CBGN since its inception and are providing valuable guidance and assistance with trail planning.

In the future, the NPS would seek to enter into separate MOUs with Delaware, Maryland, Virginia, and the District of Columbia. The MOUs would lay out cooperative actions by the NPS and the states regarding trail planning, development, and management, as outlined in the CMP. Cooperative efforts would focus on enhancing public access to the trail, identification and protection of trail-related resources, interpretation of the trail, and promotion of the trail. The MOUs would note the significant opportunities to provide trail experiences and to protect trail-related resources within state parks and other state-managed lands that are prime places for trail access, that offer opportunities for visitors to experience landscapes evocative of the 17th century, and where the trail's stories can be told.

2.6.4 Local Government Partners

Numerous local government entities, including parks and recreation departments, local tourism entities, and others, have been involved with the CBGN and have participated in CMP scoping meetings and planning efforts related to the trail. In the future, as part of preparing segment management plans for the ten trail management segments, the NPS would seek to involve local cities and counties initially as partners in the segment planning process and ultimately as partners in the long-term development and management of the trail as each segment management plan is implemented in years to come.

As an initial step in segment management plan implementation, NPS would seek to enter into MOUs with local government partners regarding future trail management, and development, encouraging local governments to:

- officially adopt the segment management plan and incorporate it into future community plans as they are developed
- implement local policies and practices to identify and protect trail-related resources from adverse impacts of land development
- require or strongly encourage applicants for land development approval to protect trail-related resources and to enhance opportunities for visitors to experience the trail
- implement procedures whereby the NPS is given an opportunity to comment on land development applications during the approval process
- enhance access to the trail from local parks

- enhance local residents’ understanding and appreciation of the trail as a unit of the National Trails System

2.6.5 American Indian Tribes and Descendent Communities

The experiences and stories of American Indian tribes are intricately entwined with many of the resources and storylines associated with the trail. It is essential to continue to engage contemporary tribal representatives and descendant communities in developing, providing, and participating in programs and visitor opportunities along the trail. The NPS would continue to work closely with the Maryland Commission on Indian Affairs and the Virginia Council on Indians. Numerous American Indian tribes have consulted on several CBGN initiatives and site-specific projects. Tribal representatives have participated in trail scoping meetings, are on the trail advisory council, and are invested in trail planning and development.

2.6.6 CBGN Trail Partners

■ Role of the CBGN Trail Partners

As of April 2010, the NPS executed a memorandum of understanding (MOU) with approximately 60 trail partners who are members of the Chesapeake Bay Gateways and Watertrails Network. Appendix J includes a list of CBGN trail partners (as of summer 2010) and the MOU template. Through the MOU the NPS agrees – as funds and staffing permit – to provide technical assistance in interpretive planning, research, partner networking, signage, marketing, and in other areas beneficial to the trail partners and the trail. Partners agree to cooperate with the NPS and other trail partners and to help in advancing the trail’s goals. The MOU does not obligate the NPS to provide funding, compensation or reimbursements to its partners. MOUs have five-year terms and are subject to automatic renewal.

The MOU between the NPS and each trail partner outlines how the two parties would collaborate to advance the goals of the trail (see appendix J), generally as follows:

Resource Protection. With respect to stewardship of trail partner sites, each partner specifically agrees to promote and interpret conservation stewardship of Bay-related natural and cultural resources through site management, programming, marketing, and citizen involvement, committing to the following:

- to the maximum extent practicable, manage its site in ways that improve watershed health through practices such as green building design and construction, environmentally sensitive design, low impact development, recycling, and/or conservation landscaping
- to ensure low impact on natural, cultural, historical, educational, and a green approach to educational, interpretive, and marketing initiatives and materials

- to identify and develop opportunities for involving volunteers in ongoing resource restoration or conservation activities in order to broaden involvement in Bay conservation

Interpretation. The MOU between the NPS and each trail partner outlines how the two parties would collaborate to advance the goals of the trail (see appendix J). With respect to interpretation, each partner specifically agrees to the following:

- to enhance place-based interpretation and education about the Bay and its related resources for the purposes of increasing public awareness and promoting individual stewardship of the Bay region
- to interpret the trail's resources and stories through interpretive and educational initiatives, programs, exhibits, and materials which relate those resources to the Chesapeake Bay and the trail's three primary interpretive themes
- to ensure physical or programmatic linkages with other existing or potential sites and segments associated with the trail
- to promote and interpret conservation stewardship of Bay-related natural and cultural resources through site management, programming, marketing, and citizen involvement

Providing Visitor Facilities and Services. The MOU between the NPS and each trail partner outlines how the two parties would collaborate to advance the goals of the trail (see appendix J). With respect to visitor facilities and services, each partner specifically agrees to the following:

- to provide access to the Bay and tributaries (where possible)
- to provide access to its site's trail-related resources and recreational resources, in accordance with sound resource management considerations and the Americans with Disabilities Act
- to maintain a schedule of operation to provide maximum public access, given seasonal visitation patterns and operational limitations (at a minimum, the site must be publicly-accessible at least four days per week, including a least one weekend day, during the high visitation season)

Trail Marking. The MOU between the NPS and each trail partner outlines how the two parties would collaborate to advance the goals of the trail (see appendix J). With respect to trail marking, each partner specifically agrees to the following:

- to display and maintain the trail insignia marker and trail-wide orientation signage in a prominent location
- to include the trail insignia marker in brochures, maps, guides, interpretive exhibits or signage, as appropriate

■ **CBGN Trail Partner Capacity Building**

The NPS would assess current curricula and training programs for their applicability to the NPS and its partners who are engaged in planning, developing and managing the trail. Working with programs such as the National Trails Training Partnership, the NPS would develop and make available training aimed at building trail partner capacity to assist the NPS with trail planning, development, and management. Training modules could include, but would not be limited to: completing trail segment management plans, trail interpretive planning and programming, volunteer recruitment and management, building community support, fundraising, and water trail development.

The NPS would stay abreast of noteworthy water trail programs and projects that may be applicable to the trail. Examples include:

- nonprofit/public partnerships that develop and maintain water trail campsites
- programs providing training and equipment for trail users with physical disabilities
- nonprofit/private partnerships providing stewardship grants to trail clubs
- trip planning guidelines offered by water trail associations
- programs that seek the participation volunteers and businesses in trail management

Such benchmarking would be accomplished through web-based sources and printed materials, affiliations with water trail organizations, conferences, and workshops.

2.6.7 Water Trail Partners

Many water trails have already been developed or are under development along the trail (see Figure 2.5 and appendix R). The groups that have developed these water trails and that manage them to provide water-based recreational experiences are the present and future partners with whom the NPS would collaborate to plan, manage, and develop the trail, and to whom the NPS would potentially provide support through technical assistance and funding. These partners – assuming there is interest and capacity – are the logical partners to assume the role of the lead partner with the NPS in preparing segment management plans for the trail's ten management segments.

2.6.8 Trail Friends Group

The NPS needs a trail friends group to assist with the many activities required to plan, develop, and manage the trail. A friends group would be a highly effective partner in supporting and collaborating with the NPS. A friends group could assist with many functions that are vital to the trail, complementing and supporting the trail administration and management efforts of the NPS (see table 2.5).

Table 2.5 Trail Friends Group – Potential Functions

Category	Function
Advocacy	<ul style="list-style-type: none"> ■ represent trail interests and the interests of the trail partners at all levels of government – in Washington, D.C., at the state capitals, and in local communities ■ promote support for the trail in the general public throughout the Chesapeake Bay region
Fundraising	<ul style="list-style-type: none"> ■ raise revenue from external sources for programs, projects, capital costs, operating funds, and land protection
Trail Planning (segment planning)	<ul style="list-style-type: none"> ■ assist the lead planning partner within each trail segment with preparation of segment management plan elements
Working with Landowners	<ul style="list-style-type: none"> ■ enhance knowledge and appreciation of the trail on the part of those who own resources that are important to the trail, such as high potential historic sites, high potential route segments, evocative landscapes, and public access sites
Conservation Agenda	<ul style="list-style-type: none"> ■ help to identify conservation priorities
Land Protection	<ul style="list-style-type: none"> ■ broker land protection deals ■ assist with real estate transactions
Volunteer Recruitment and Management	<ul style="list-style-type: none"> ■ recruit and managing volunteers (e.g., the friends group’s volunteers) ■ help NPS with management of a trail-wide volunteer program
Community Involvement	<ul style="list-style-type: none"> ■ promote knowledge and understanding of the trail in local communities ■ provide a source of information about the trail for the public and local community leaders
Interpretation, Education, and Orientation	<ul style="list-style-type: none"> ■ assist the NPS with public education about the voyages of Captain John Smith, American Indian cultures of the 17th century in the Chesapeake Bay area, and the natural history of the Bay ■ assist the NPS with developing and providing programs to enhance public stewardship of the Bay
Trail Promotion, Marketing, and Special Events	<ul style="list-style-type: none"> ■ assist with organizing and hosting special events related to the trail
Market Research and Awareness Building	<ul style="list-style-type: none"> ■ work with cooperating associations to develop park awareness and branding materials
Trail Use	<ul style="list-style-type: none"> ■ promote sustainable tourism and recreation along the trail
Support Staff	<ul style="list-style-type: none"> ■ supplement NPS staff capability by either hiring staff or supporting NPS staff

The trail friends group would work with the NPS to collaborate with the many other trail partners who also assist the NPS with the trail. This friends group would be trail-wide in scope and would be the primary trail-wide partner for the NPS. The friends group would collaborate and support NPS with site managers, water trail coordinators, other partner organizations, trail segment lead partners and other partners that are focused either on specific sites along the trail or specific trail segments. In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a “group of friends” is essential.

2.6.9 Chesapeake Conservancy and Other Partner Organizations

The impetus for creating the John Smith Chesapeake NHT came from organizations and individuals who saw the potential of the trail to attract new interest in the Chesapeake Bay. Foremost among the many involved in promoting the legislation establishing the trail, were the Chesapeake Bay Foundation, the Conservation Fund, the National Geographic Society, and the Chesapeake Conservancy. In the future, these organizations, as well as many others, would continue to help to broaden and sustain the base of support for the trail.

■ Chesapeake Conservancy

The Conservancy's History and Mission. The Chesapeake Conservancy is a regional environmental organization dedicated to conserving treasured landscapes in the Chesapeake and advancing the goals of the Captain John Smith Chesapeake NHT and other national historic trails in the Chesapeake region. Gilbert Grosvenor, Chairman of the National Geographic Society; William Baker, President of the Chesapeake Bay Foundation; and Patrick Noonan, Chairman Emeritus of The Conservation Fund founded the Chesapeake Conservancy in 2005. The three were seeking a way to commemorate the 400th anniversary of the founding of Jamestown and the explorations of Captain John Smith and bring attention to the Bay's history, its native people, and conservation of its ecosystems and regional culture.

The organization was originally an unincorporated coalition composed of more than 60 organizations including government agencies at the federal, state and local level, municipalities, business and tourist groups and non-profit organizations throughout the Chesapeake Bay watershed. The partnership quickly grew to include more than 180 groups and thousands of individuals. Its initial mission was "... to celebrate the unique history and environment of the Chesapeake Bay while highlighting current efforts to restore the Chesapeake's health and creating a lasting legacy for future generations." The Chesapeake Conservancy rallied support for passage of legislation to establish the Captain John Smith Chesapeake National Historic Trail. In December 2006 they succeeded with the enactment of Public Law 109-418.

Today the Chesapeake Conservancy has formally incorporated as a not-for-profit organization as defined by Section 501 (c) (3) of the Internal Revenue Service Code – similar to other "friends" organizations throughout the National Park System. The Conservancy now describes its mission as to:

- facilitate the implementation of the Captain John Smith Chesapeake NHT, promote its use, and advocate on its behalf, in partnership with the NPS
- promote appreciation, cooperative conservation and citizen stewardship of the trail and of the Chesapeake Bay and its tributaries
- help educate the public about John Smith's momentous journeys, American Indian cultures in the Chesapeake watershed, and the changes that have occurred in the watershed over the past 400 years

- promote sustainable tourism and recreation, conservation of significant landscapes, and improved public access associated with the trail
- partner with local, state, and federal agencies, businesses, and other organizations to develop and maintain the trail and to further enhance public access, educational and conservation activities in the Chesapeake Bay and its tributaries
- raise revenue and promote the contribution of resources to help implement the John Smith Trail

Role of the Chesapeake Conservancy. The Conservancy's role is as a partner with the NPS and other governmental, business and non-profit organizations in facilitating the implementation of the trail. The Conservancy's role is not to duplicate the NPS's responsibilities, but rather to support and collaborate with the NPS and other governmental and non-governmental organizations throughout the watershed to complement and support their efforts and enhance implementation of the trail.

The Conservancy is now specifically supporting the NPS with preparation of the trail's CMP, working to create public access to the trail, and helping to conserve the Chesapeake region's treasured landscapes and vital ecosystems.

In the future the Chesapeake Conservancy's role in supporting the NPS with trail implementation would include, but not necessarily be limited to, the following:

- the lead political advocate for the trail and for conservation of Chesapeake landscapes along the trail
- the lead partner assisting the NPS with developing and implementing a land protection strategy to protect trail-related resources
- the lead partner for fundraising, raising revenue from public and private sources to support trail development and protection of trail-related resources, with an emphasis on fundraising for land protection
- the lead partner for working with private landowners along the trail to:
 - ✓ enhance knowledge and appreciation of the trail
 - ✓ promote stewardship of trail-related resources
 - ✓ identify owners of lands with significant trail-related resources who are potentially willing to sell their property for conservation purposes
- a partner supporting NPS efforts to build capacity and coordinate the trail-related activities of the CBGN trail partners, other organizations, and local governments

- a partner supporting NPS with development of segment management plans for the trail's ten management segments
- a partner working with others to organize and host special events related to the trail

■ **Other Partner Organizations**

Chesapeake Bay Foundation. The Chesapeake Bay Foundation (CBF) was one of the founding supporters for the trail. CBF is the largest privately funded non-profit organization dedicated solely to protecting and restoring the Chesapeake Bay. CBF's mission is to restore and sustain the Bay's ecosystem by substantially improving the water quality and productivity of the Bay.

The Conservation Fund. The Conservation Fund also played a supporting role in establishing the trail. The Fund is a national environmental organization dedicated to protecting America's most important landscapes and waterways, such as the Chesapeake Bay watershed. Its mission is to promote both sustainable economic development and environmental protection. Through a partnership-drive approach, the Fund works to preserve our nation's outdoor heritage.

National Geographic Society. The National Geographic Society was another early supporter essential to the creation of the trail. Founded in 1988 to "increase and diffuse geographic knowledge," the Society joined the trail initiative to encourage modern-day exploration and appreciation of the Chesapeake Bay. Its outstanding publications, interactive website, and educational resources continue to bring alive the many facets of Captain John Smith's explorations for audiences of all ages.

2.7 Connecting and Side Trails

2.7.1 Background

The National Trails System Act provides for the designation of connecting or side trails that provide additional benefits to a national historic or national scenic trail and that connect the NST or NHT to other resources and visitor experiences:

SEC. 6. [16USC1245] Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked by the appropriate Secretary as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent, or, where the appropriate Secretary deems necessary or desirable, on privately owned lands with the consent of the landowners. Applications for approval and designation of connecting and side trails on non-federal lands shall be submitted to the appropriate Secretary.

Senate Report 109-309 accompanying Senate Bill 2568 (see appendix A) further expresses the intent of Congress with respect to connecting and side trails and the Captain John Smith Chesapeake NHT:

The Committee therefore encourages the National Park Service through the Rivers and Trails Program and the National Trails Program to work closely with the state of Pennsylvania to explore connecting or side water trails where appropriate to provide additional points of public access, interpretation and link existing water trails on the Susquehanna River to the national historic trail.
(page 3)

2.7.2 Criteria for Designating Connecting and Side Trails

For the purposes of the Captain John Smith NHT, to be eligible for inclusion as a connecting or side trail, the proposed trail should (also see appendix P):

- be significantly associated with the voyages of exploration of Captain John Smith in 1607–1609, or
- be significantly associated with the American Indian towns and cultures of the 17th-century Chesapeake, or
- be significantly illustrative of the natural history of the 17th-century Chesapeake Bay

Trails that meet two of these three criteria would be looked upon more favorably when considered for potential connector designation, but meeting at least one criterion is required.

In addition, a potential connecting or side trail would need to demonstrate that it is in fact a trail since many connecting or side trails would be rivers and river segments. As with national recreation trails, a connecting or side trails meet the following criteria:

- The trail must be open to public use and be designed, constructed, and maintained according to best management practices, in keeping with the use anticipated. Trails that demonstrate state-of-the-art design and management are especially encouraged to apply for NHT connecting and side trail designation.
- The trail is in compliance with applicable land use plans and environmental laws.
- The trail would be open for public use for at least 10 consecutive years after designation.
- NHT connecting and side trail designation must be supported by the landowner(s) (public or private) whose property the trail crosses.

2.7.3 Designation Process

Proposed connecting or side trails would submit an application package (see appendix P) to the trail superintendent for evaluation. The application would be consistent with the application for designation of a national recreation trail with the addition of a study or report that demonstrates that the trail meets one or more of the thematic criteria. Once a package for a proposed connecting or side trail is received it would be evaluated. The trail superintendent would make a recommendation for designation to the Secretary of the Interior through the Regional Director and Director of the NPS.

2.7.4 Current Research on Connecting and Side Trails

For the past year the Chesapeake Conservancy have been conducting research to recommend designation of six water trails as connecting trails. These trails include:

- Anacostia River Water Trail
- Chester River Water Trail
- Choptank River Water Trail
- Susquehanna River Water Trail
- Upper James River Water Trail
- Upper Nanticoke River Water Trail

Once the CMP has been completed, the NPS will evaluate the applications for these proposed connecting trails.

2.8 Trail Marking

2.8.1 Trail Marking on the Land

The NPS is currently developing a unified signage plan for marking and interpreting the Captain John Smith Chesapeake National Historic Trail, the Star-Spangled Banner Trail National Historic Trail, and the CBGN.

The signage plan will:

- establish appropriate independent and shared graphic identities for the three initiatives
- address the placement and use of the trail insignia on a variety of signs, such as highway information and directional signs, entrance signs at parking areas, trailhead information signs, public access site signs, regulatory signs, directional indications, interpretive panels, wayside exhibits, private property signs, destination signs, and trail partner signs
- include unified graphic design and layout standards, templates, and specifications and fabrication requirements for signage
- outline the roles and responsibilities of NPS and partners related to developing and maintaining trail signage

■ Trail Insignia Marker

To help commemorate the trail's national significance, the official trail marker insignia will be placed along federal and other managed trail segments and at trail-related sites in compliance with the signage plan. For all alternatives the signage plan will focus on marking voyage stops that are designated high potential historic sites and other stops that are confirmed through further study to be of more interest to trail users because of the events that occurred there as described in John Smith's journals.

The insignia is the unifying emblem representing the Captain John Smith Chesapeake NHT and all of its partners. Use of the insignia will be restricted to the NPS and its partners for applications that help further the purposes of the trail. It will mark places that meet federal criteria for designation as a trail site or segment. The insignia has been established under authority of sections 3(a) (4) and 7(c) of the National Trails System Act, and as such, it is an official insignia of the United States government, and is protected from unauthorized uses, manufacture, and sale in the United States (18 USC 701).

2.8.2 Trail Marking on the Water

NPS would encourage trail partners who manage water trails along segments of the trail to "mark" the water trail through well-designed and easily understood trail maps. These maps would be made available to trail users at water trail access points, at offices of the entity managing the water trail, at trail partner facilities, at the trail's visitor contact stations, at tourism offices and visitor centers along the trail, and on the internet. Actual physical marking of the route on the water would occur primarily to ensure the safety of trail users. Markers would be placed along the trail to note important milestones along routes, at key trail junctions, and at emergency take-out sites. Marking would also occur, as needed, to make take-out sites clearly visible from the water, so that boaters planning to get off the water at a specific site would be assured of finding the location.

Other limited physical marking of the trail on the water would occur through the network of interpretive buoys under development by the National Oceanic and Atmospheric Administration (NOAA) (see appendix H) and section 2.3.3 below.

2.9 Carrying Capacity

Comprehensive management plans are required to identify and contain strategies for addressing carrying capacity for the trail and a plan for their implementation. The NPS defines carrying capacity as the type and level of use that can be accommodated while sustaining the quality of trail resources and visitor opportunities consistent with the purposes of the trail. It is not a set of numbers or limits, but rather a process of establishing desired conditions, monitoring impacts, evaluating the impacts against standards, and taking actions to ensure trail values are protected. The premise behind this process is that with visitor use along the trail there would be a level of impact to natural or cultural resources, or visitor opportunities.

The NPS and the trail partners would address carrying capacity for the trail during development of trail segment management plans for the ten segments composing the trail (see section 2.5 above). The segment management plans would:

- provide trail classifications and prescriptions for land and water components composing each trail segment
- describe desired resource conditions, visitor experience opportunities, and general levels of development and management for each land and water component
- identify specific use-related concerns that serve as the foundation for considering indicators for monitoring and needed management strategies
- identify indicators, based on use-related concerns, which would be monitored as needed in the future to help identify unacceptable impacts from public use
- identify a general range of management actions that may be taken, as needed, to avoid and minimize unacceptable impacts from public use
- set priorities for monitoring of indicators and a schedule for monitoring, utilizing an index of vulnerability approach to predicting where within each trail segment there is the highest potential for overuse and related impacts (leading to the need for higher levels of monitoring)

Where trail segments include land owned by federal, state, and local agencies, the planning team would include resource managers from those agencies so that strategies for addressing carrying capacity for the trail are consistent with and complement carrying capacity methodologies that may already be in use by other land-managing agencies.